

# COMMONWEALTH OF MASSACHUSETTS

## EXECUTIVE OFFICE OF PUBLIC SAFETY PROGRAMS DIVISION



### **Juvenile Accountability Incentive Block Grant (JABG) Secure Alternative Lockup Program For the North East Region**

APPLICATION FOR GRANT FUNDS

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Governor

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Secretary of Public Safety

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<p style="text-align: center;"><b>Executive Office of Public Safety Programs Division</b> <b>Juvenile Accountability Incentive Block Grant (JABG)</b> <b>Application for Grant Funds</b></p>
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## **Introduction**

In an effort to maintain the Commonwealth of Massachusetts' level of compliance with the lockup removal mandate of the federal Juvenile Justice and Delinquency Prevention Act (JJDP), the Executive Office of Public Safety (EOPS) Programs Division is making funds available for the operation of a secure juvenile alternative lockup program (ALP) servicing the Northeast area of the Commonwealth. This program would include coverage for 75 communities consisting of police departments, state police substations, and college campus police departments.

The Commonwealth of Massachusetts has received the federal Juvenile Accountability Block Grant (JABG) from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to develop programs that promote greater accountability in the juvenile justice system. The goals of the program are to reduce juvenile delinquency, improve the juvenile justice system, and increase accountability for juvenile offenders. A cash match, equal to 10% of the total project cost, is required.

Section 223(a)(14) of the JJDP prohibits, with certain exceptions, the use of adult jails and lockups for the incarceration of juveniles. In order to comply, police departments must adhere to the following three conditions: status and non-offenders cannot be confined in a secure lockup for any length of time; all juveniles must be separated from adult detainees; and juveniles accused of delinquent crimes may be securely held for up to six hours. In addition, the Act requires states to monitor their detention system and ensure compliance. In the past, Massachusetts violated the "six hour" rule, and lost federal JJDP funds that could be allocated to innovative juvenile delinquency prevention programs. Fortunately, Massachusetts achieved full compliance with this "six hour" rule in 1998, and will maintain compliance by continuing to fund the network of secure Alternative Lockup Programs (ALP-Secure).

In an effort to ensure full coverage, EOPS has divided the Commonwealth into 4 regional coverage areas, each to be served by one lead implementing agency. The breakdown of towns/cities within each coverage area is as follows: Western Area (103), Central Area (78), Northeast Area (75), and Southeast Area (89). The ALP-Secure programs are also responsible for providing services to State Police barracks and college campus police departments located in towns within their coverage area. A complete list of the communities located within the North East coverage area is attached. (*See Attachment A*)

## **JABG Grant Purpose**

The ultimate goal of the program is to relieve police departments of the burden of caring for alleged juvenile delinquents during non-court hours, thereby ensuring that no juvenile will be detained in a police lockup for longer than the federally mandated six-hour time limit. In order to accomplish this goal, the ALP-Secure provider must provide a minimum of six beds, for use by either males or females, located in an appropriate secure facility within the North East region, to house alleged juvenile delinquents from the time of their arrest until their arraignment during the next available court session. The ALP-Secure program provider must serve serious and violent delinquent offenders who are arrested during non-court hours by law enforcement agencies within their designated region. Juveniles age 14 and older who are accused of murder and/or "Youthful Offender" status are considered to be under the purview of the "adult" Trial Court, and therefore, would be excluded from ALP-Secure placement. Funding is available in accordance with JABG purpose area 1 for building, expanding, renovating or operating

temporary or permanent juvenile detention or correctional facilities, including training of correctional personnel.

### **Eligibility**

Agencies of the Commonwealth as well as political subdivisions of the Commonwealth are eligible to apply for this grant.

### **Compliance**

*By submitting an application, a participating agency is agreeing to adhere to the following requirements:*

1. Satisfactory and timely submission of quarterly programmatic and financial reports to the EOPS Programs Division. These reports are intended to measure the progress in meeting your stated goals and objectives, and to track expenditure of funds. These reports are due to EOPS no later than the 15<sup>th</sup> of the month following the end of the reportable quarter.
2. Completion and submission of *Monthly Alternative Lockup Program – Secure Data Forms*. These forms are designed to evaluate the utilization of the program and to assist EOPS staff in monitoring police departments in the North East for compliance with the JJDPA. *(See Attachment D)*
3. An assurance that any youth refused by a program will be reported to EOPS, in writing explaining the circumstances surrounding the refusal of the youth, and attached to that month's alternative lockup data submission.
4. Cooperation with EOPS monitoring, site visits, and participation in quarterly ALP providers' roundtable meetings.
5. An assurance that JABG funds will not be used to supplant local, state, or other federal funds.
6. As stated in the Federal Guidelines of the General Sub-grant Conditions: *If a sub-grantee chooses to implement the proposed project by further sub-granting to an implementing sub-grantee or an independent contractor, all or any part of the amount of this award, the sub-grantee shall include the provisions of these standard sub-grant conditions in a further sub-grant award or contract which shall be reduced to writing and submitted to EOPS for its prior approval.*

## Cash Match Requirement

The JABG program provides that federal funds may not exceed 90% of total program costs. Matching contributions need not be applied at the exact time or in proportion to the obligation of federal funds. However, the full cash match amount of 10% of total program costs must be provided and obligated by the end of the project period.

## Cash Match Computation

The recipient of a JABG award must contribute (in the form of a cash match) 10% of the total program cost. The total program cost is made up of the federal award amount and the cash match. For example, if the federal award is \$80,000, the calculation of the match requirement is as follows:

1. Convert the federal award amount percentage to a fraction (i.e., 90% = 9/10).
2. Invert the fraction from 9/10 to 10/9.
3. Multiply the federal award amount by the numerator (i.e., \$80,000 x 10).
4. Divide the result by the denominator to determine the total program cost (i.e., \$800,000/9 = \$88,889).
5. Subtract the amount of the federal award from the total program cost to determine the cash match (i.e., \$88,889 - \$80,000 = \$8,889).

## Allowable Sources of Match

Allowable sources of cash match under the JABG program are as follows:

- Funds from states and units of local government;
- Housing and Community Development Act of 1974;
- Appalachian Regional Development Act;
- Equitable Sharing Program, a federal asset forfeiture distribution program to state and local officials; and
- Private funds.

## Award Period

Funding for this program will begin on November 28, 2004, and end on June 30, 2005.

## Application Deadline

Applications must be submitted using the format set forth within this grant application packet. Please note that the signed Certifications Regarding Lobbying, Debarment, Suspension, Other Responsibility Matters, and Drug-Free Workplace, Northern Ireland Notice and Certification, and Contractor Authorized Signature Verification Form (locals only) must be attached to your grant application. **\*An Original and two copies of the application must be received no later than 12:00 PM on Monday, November 22, 2004.** Please note, this is a hard deadline. It is anticipated that grant awards will be announced by November 24, 2004.

All applications must be mailed or hand delivered (No faxed or e-mailed applications will be accepted.) to:

Michael E. Russas, Grant Manager  
Executive Office of Public Safety Programs Division  
One Ashburton Place, Room 2110  
Boston, MA 02108

### **Critical Elements**

EOPS will fund a state agency or a local unit of government that may sub-contract with an implementing agency for continuing ALP-Secure facilities that demonstrate the following:

- Have a clear understanding of the basic federal regulations regarding juvenile detention and how a secure facility will ensure continued compliance with these laws in the region for which they are applying. (*See Attachment B*)
- Willing to accept referrals of alleged juvenile delinquents, utilizing a standard referral process, thereby assisting police departments to comply with the “six hour” secure detention limitation.
- Provide a short-term, juvenile dedicated, secure alternative lockup facility for alleged juvenile delinquents until they can be brought to court for arraignment on their charges.
- Establish a “hotline” number available to all police departments for placements during non-court hours. This number should also be available to police during the hours prior to the court’s closing when cases are no longer being processed.
- Provide informational services to law enforcement agencies on a 24-hour basis.
- Work collaboratively with the Department of Social Services (DSS) funded Non-Secure Alternative Lockup Programs. These programs are responsible for housing status and non-violent delinquent juvenile offenders until their arraignment. It is imperative that the Secure and Non-Secure programs work together to ensure the highest possible level of service to the law enforcement agencies within the coverage area.
- Utilize a standard assessment instrument for each referral to determine the youth’s appropriateness for the program. Providers who are unable to demonstrate a prior history of working with Non-Secure ALPs in a manner that ensures all referrals receive prompt and trouble-free placement, may be required to use the attached charge sheet to determine proper placement of juveniles. EOPS and DSS will make the final determination as to whether or not the charge sheet will be implemented in a particular region. (*See Attachment C*)
- Resolve all calls from police departments within three hours. If a pager is used for the referral “hotline,” the initial return call to a police department must occur within 30 minutes of receiving the page. Within three hours of the initial call for service, the program shall have completed all steps necessary to ensure that the juvenile may begin to be transported from the department to the program. The juvenile must be transported from the police department to the alternative lockup facility and to the next juvenile court session by the arresting law enforcement agency. When responding to police calls for service in which a juvenile has spent more than three hours in a lockup, providers should make every effort

possible to ensure the referral process can be completed prior to the six hour detention limit being reached.

- In the event that the ALP-Secure is filled to capacity, it is the responsibility of the ALP-Secure provider to locate an opening at the closest available ALP-Secure facility and provide directions to that facility for the referring police department, thereby coordinating placement between police and the alternate ALP-Secure provider.
- Assist other ALP-Secure programs throughout the Commonwealth by providing available bed space as needed in the event that another ALP-Secure is filled to capacity and/or is unable to accept any further referrals.
- Provide a minimum of six beds for nightly accommodations for male and/or female juvenile offenders.
- Meet regularly with police departments in the region to review the objectives and procedures of the project in order to ensure proper utilization of the program's resources.
- Maintain detailed demographic and detention records on participating youths in the ALP-Secure Program.
- Provide overnight accommodations for juveniles arrested by any municipal or college police department as well as state police barracks in the designated coverage area.
- The transportation program developed under this grant must provide transportation to court for all juveniles referred by a police department and Secure Alternative Lockup Program located within the western Secure ALP coverage area.
- The program must develop and utilize a transportation intake form. This form must be completed for each juvenile transported under this grant and forms must be made available to EOPS staff during monitoring site visits.

### **Instructions for the Juvenile Accountability Block Grant Program Application**

1. **Program Summary** (2 page limit) - Describe the goals and objectives of your ALP-Secure Program. Give details as to the geographic region the program will serve, number of beds provided (male/female), the hours of operation, staffing patterns, a description of the facility, and the program's location. Address the specific obstacles/needs that the applicant expects to face while assisting police in their effort to maintain compliance. Present the program's plan to determine the appropriateness of juveniles referred to the program. Does the program plan to use its own standard assessment instrument or will it use the attached charge sheet? If the program wishes to use its own assessment instrument, please include a copy of the form with this application.
2. **Implementation Plan/Timetable** (1 page limit) - Provide a brief description of when each goal and objective detailed in the Program Summary will be implemented, depicting specific tasks and milestones on a monthly timetable.



3. **Program Evaluation** (*1 page limit*) - Provide a specific description of the strategy that will be implemented to determine project's performance and impact on the geographic target area. Clearly explain data collection methods. The evaluation plan must relate specifically to the project goals and objectives.
4. **Agency Experience/Past Progress** (*1 page limit*)- Provide a brief synopsis of the implementing agency's expertise in providing emergency residential care for youth, particularly any experience the agency may have operating an ALP. Describe how the agency met its goals and objectives approved through the most recent process.
5. **Budget Narrative and Worksheet** (*1 page limit for the narrative*) - The application should provide a realistic budget that describes how the proposed expenditure of funds will enable the applicant/implementing agency to accomplish its goals and objectives. This section should consist of supporting narrative ***detailing*** each proposed budgetary item. Provide a table of anticipated expenditures in the categories: personnel, fringe, contract services, travel, office & administration expenses, equipment, indirect costs, other, and total expenses. Enter the projected budget amounts that are proposed for each budget item, with the total being equal to the grant amount.
6. **Letters of Understanding/Commitment** - Signed letters from each participating agency aiding in the implementation of the ALP-Secure Program must be attached. The assisting agency must describe the number and type of full or part-time personnel, and/or other resources that will be dedicated to the ALP-Secure Program.

**EXECUTIVE OFFICE OF PUBLIC SAFETY PROGRAMS DIVISION  
JABG COVER SHEET**

1. Applicant: \_\_\_\_\_  
(Local Unit of Government)

Address: \_\_\_\_\_  
\_\_\_\_\_

2. Implementing Agency/Department: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_

Telephone: \_\_\_\_\_ Fax: \_\_\_\_\_

3. Project Director: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_

Telephone: \_\_\_\_\_ Fax: \_\_\_\_\_ Email: \_\_\_\_\_

4. Financial Officer: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_

Telephone: \_\_\_\_\_ Fax: \_\_\_\_\_ Email: \_\_\_\_\_

5. Grant Amount Requested: \$ \_\_\_\_\_

6. Cash Match Amount: \$ \_\_\_\_\_

7. Total Project Cost: \$ \_\_\_\_\_

8. Project Period: **November 28, 2004 through June 30, 2005**

\_\_\_\_\_  
Signature of Authorizing Official/CEO

\_\_\_\_\_  
Date

## **Final Check List**

**Be sure your final application includes:**

### **Proposal Elements:**

- ☐ A completed JABG Cover Page (be sure to sign in blue ink)
- ☐ Program Summary
- ☐ Implementation Plan/Timetable
- ☐ Program Evaluation
- ☐ Agency Experience/Past Progress
- ☐ Budget Narrative and Worksheet
- ☐ Letters of Understanding/Commitment
- ☐ Certifications Regarding Lobbying, Debarment, Suspension, Other Responsibility Matters and Drug-Free Workplace are signed by an authorized official and enclosed
- ☐ Northern Ireland Notice and Certification (See the Comm-PASS Forms & Information Page at <http://www.comm-pass.com/comm-pass/forms.asp>)
- ☐ Contractor Authorization Signature Verification Form - For Local Units of General Government Only (See the Comm-PASS Forms & Information Page at <http://www.comm-pass.com/comm-pass/forms.asp>)
- ☐ Please staple all copies, no binders or paper clips

## **ATTACHMENTS**

- A. Secure ALP Northeast Region Coverage Area**
- B. Juvenile Lockup Laws and Procedures**
- C. Alternative Lockup Program Charge Sheet**
- D. Monthly Alternative Lockup Program-Secure Data Form**
- E. Certifications Regarding, Lobbying, Debarment, Suspension, Other Responsibility Matters and Drug-Free Workplace**

## Budget Formulation Worksheet

**Purpose Area #:**

<b>CATEGORY</b>	<b>FEDERAL</b>	<b>MATCH</b>	<b>TOTAL</b>
<b>Personnel</b>			
<b>Fringe</b>			
<b>Contract Services</b>			
<b>Travel</b>			
<b>Supplies &amp; Operating Expenses</b>			
<b>Equipment</b>			
<b>Indirect Costs</b>			
<b>Other Expenses</b>			
<b>Total Expenditures</b>			

◆ Please provide budget narrative and breakdown for each line item above.